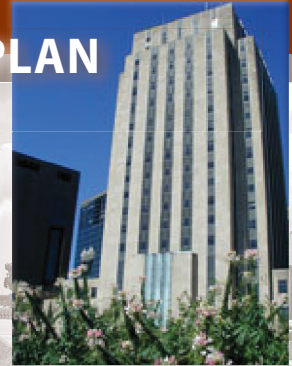


THE SAINT PAUL COMPREHENSIVE PLAN



Historic Preservation Plan Adopted by the City Council

March 11, 2009
Historic Preservation Comp Plan Task Force



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The Historic Preservation Plan is one of six chapters of the Saint Paul Comprehensive Plan. The policies of the Historic Preservation Plan were directed by a task force of Saint Paul citizens, professionals, preservation advocates and experts, a Planning Commissioner, and Heritage Preservation Commissioners that met monthly between November 2007 and July 2008, and a core team of City staff that met a total of three times between December 2007 and July 2008. The Heritage Preservation Commission held a joint public hearing with the Planning Commission on this draft on **November 6, 2008** and later recommended the plan for approval. The City Council held a public hearing on February 18, 2009 and approved the plan on March 11, 2009, contingent on further review by adjacent communities and the Metropolitan Council. See <http://www.stpaul.gov/index.asp?nid=355> to view this and other chapters of the plan. Comments on this chapter can be directed to amy.spong@ci.stpaul.mn.us.

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Saint Paul has a wealth of historic resources that define the character of the city, create a strong sense of place, enhance the quality of life of residents, and connect residents to the city. Like many great American cities, Saint Paul has embraced historic preservation as an important tool for maintaining economic and social vitality. During the past 25 years, historic preservation has been used to transform areas such as Lowertown, Cathedral Hill, Rice Park, Selby Avenue, Summit Hill and Dayton's Bluff. The commitment to these places by residents, the City and other organizations has led to increased investment and higher property values, and has made these areas better places to live, work and recreate. Through historic preservation, Saint Paul has remained attractive and vital to those who seek an urban lifestyle.

The following principles inform the strategies, objectives and policies in this chapter:

- Preservation is a core community value.
- Historic preservation is a priority for the City of Saint Paul.
- Preservation is a critical component of neighborhood vitality, quality of life and sense of place.
- Preservation is key to making Saint Paul an economically, socially and physically sustainable city, through the rehabilitation and adaptive reuse of buildings, as well as the broader protection and celebration of neighborhood character.
- Preservation is an essential tool to accomplish economic development.
- Historic resources are unique and irreplaceable, and should be treated accordingly.
- Preservation should be integrated with the broader city and neighborhood planning process, and with other chapters of the Comprehensive Plan.

Saint Paul's preservation ethic is the result of grassroots movements. One of the earliest and most recognizable grassroots preservation efforts in Saint Paul was the successful campaign to save the Old Federal Courts Building from the wrecking ball and rehabilitate it as Landmark Center, which is now an iconic symbol of the city. Saint Paul's commitment to historic preservation is further evidenced by the fact it was one of the first communities in Minnesota to adopt a heritage preservation ordinance and become a Certified Local Government (CLG).

While these early efforts set the stage for preservation in Saint Paul, historic preservation efforts have been hampered by a lack of consistent leadership and supportive City policy. The heritage preservation ordinance has allowed for the preservation of a relatively small number of key historic sites and districts, but there has not always been an organizational structure that consistently makes preservation a priority, sets goals for historic preservation, and establishes broad policies that ensure these goals are achieved.

Purpose

The purpose of this chapter is to provide a guiding vision for historic preservation in Saint Paul. It formalizes City policy regarding historic preservation, guides public and private investment to further City preservation goals, advocates for historic preservation, and guides the work of the Heritage Preservation Commission (HPC).

Historic preservation defined

For the purpose of this chapter, historic preservation is defined as follows:

Historic preservation is an activity that preserves historic resources, and their ability to communicate their intended meaning and significance. It includes the identification, evaluation, designation, protection and retention of significant architectural, historic and cultural resources in the built and natural environments. Resources can range from small objects, to buildings and structures, to sites and districts, to landscapes and streetscapes, to entire view corridors. By protecting the historic character and fabric of a community, preservation enables the people of today and tomorrow to connect with the people and events that underlie their past. More recently, historic preservation has become associated with healthy living, sustainability and green building to support the retention of older buildings, create a strong and unique sense of place, and enhance the quality of life in a community. For the purposes of this chapter, heritage preservation is the same as historic preservation.

Legal framework

There are a number of federal, state and local laws that serve as the legal basis for many of the historic preservation activities that take place in Saint Paul. Federal laws include the National Historic Preservation Act of 1966 (NHPA), as amended; the National Environmental Policy Act of 1969 (NEPA), as amended; the Archaeological and Historic Preservation Act of 1974, as amended; the American Indian Religious Freedom Act of 1978, as amended; the Archaeological Resources Protection Act of 1979, as amended; and the Native American Graves Protection and Repatriation Act of 1990, as amended.

Several State statutes address cultural resources in Minnesota. Many of these laws are found in Minnesota Statutes, Chapter 138, including the Minnesota Field Archaeology Act, the Minnesota Historic Sites Act and the Minnesota Historic Districts Act. Other State laws relating to preservation and cultural resources include: §471.193 Municipal Heritage Preservation, the Minnesota Private Cemeteries Act and the Minnesota Environmental Rights Act. The Environmental Quality Board also maintains a number of rules pertaining to the protection of cultural resources.

At the local level, the City's Heritage Preservation Ordinance, Chapters 73 and 74 of the Saint Paul Code of Ordinances, enacted in 1976, codified a public purpose and policy for heritage preservation in the city. Chapter 73 established the HPC, defines the powers and duties of the Commission, authorizes the City to designate heritage preservation sites and outlines procedures for designation. It authorizes the HPC to review permits for locally-designated heritage sites, establishes fines for violations of the ordinance, and specifies repositories for documents and the recording of heritage preservation sites. Chapter 74 codifies City-designated historic districts, includes a legal description of each district, and contains design guidelines that must be used to review alterations to properties within a designated district.

Background

The modern day historic preservation movement started to gain widespread acceptance in the late 1960s and early 1970s, closely corresponding to the enactment of key Federal and State enabling legislation for historic preservation. In Saint Paul, the first property to be officially recognized was the James J. Hill House, which was designated a National Historic Landmark in 1961. Several properties in Saint Paul were subsequently listed on the National Register of Historic Places (NRHP) and the State Register of Historic Places (SRHP) in the late 1960s and early 1970s. After a number of notable preservation successes, including Landmark Center, the City of Saint Paul enacted a heritage preservation ordinance in 1976. The ordinance includes a declaration of public policy and purpose:

The Council of the City of Saint Paul hereby declares as a matter of public policy that the preservation, protection, perpetuation, and use of areas, places, buildings, structures, and other objects having historical, cultural, architectural, archaeological, or engineering significance is a public necessity and is required in the interest of the health, prosperity, safety and welfare of the people.

- *Safeguard the heritage of the City of Saint Paul by preserving properties which reflect elements of the city's cultural, social, economic, political, architectural, archaeological, or engineering history;*
- *Protect and enhance the City of Saint Paul's attraction to residents, tourists and visitors, and serve as a support and stimulus to business and industry;*



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- *Enhance the visual and aesthetic character, diversity, and interest of the City of Saint Paul; and*
 - *Foster civic pride in the beauty and notable accomplishments of the past; Promote the use and preservation of historic sites and structures for the education and general welfare of the people of the City of Saint Paul.*

Since 1976, this declaration of public policy and purpose has guided the City's historic preservation efforts. Some of the major highlights over the years include the designation of a large number of properties and several districts in Saint Paul as City heritage preservation sites in the 1980s, the completion of a city-wide historic resources survey in 1983, the City becoming a Certified Local Government in 1985, and the renaissance of several historic areas such as Lowertown, Cathedral Hill and Summit Avenue. As of March 2008, there were three National Historic Landmarks in the city, 86 individual properties and seven historic districts that have been listed on the NRHP; 11 individual properties and two historic districts that have been historically designated by the State of Minnesota; and 73 individual properties and six historic districts that have been designated as heritage preservation sites by the City of Saint Paul (Figure A).

During the last decade, the focus of preservation efforts in Saint Paul has started to change. While the number of properties being designated as heritage preservation sites by the City has dropped off considerably, there is a much greater focus on planning for preservation and community education. In this time, two individual properties and one historic district were designated for heritage preservation by the City, and six properties were listed on the NRHP. Perhaps more notable are some of Saint Paul's other preservation achievements, including the creation of Historic Saint Paul in 1998, a non-profit organization created to preserve, protect and enhance the character of Saint Paul neighborhoods, and the development of six historic contexts in 2001. The City participated in the National Trust for Historic Preservation's Preservation Development Initiative in 2002, which brought together a team of local and national experts to assist the City in better utilizing historic preservation as an economic development tool. In 2004, the City installed several historic district marker signs in locally-designated historic districts to raise awareness about them and to benefit heritage tourism efforts. Saint Paul's many successes, as well as its challenges, were showcased to a national audience in 2007, when Saint Paul hosted the National Trust for Historic Preservation's annual National Historic Preservation Conference, the premiere historic preservation conference in the United States. In 2007, the City took a major step forward in planning for historic preservation by initiating work on the first-ever historic preservation chapter in the City's Comprehensive Plan.

Key trends

Broadened definition of preservation

When historic preservation started to gain widespread acceptance in the late 1960s and early 1970s, much of the focus was on saving key buildings of national or state significance and architectural landmarks. Today, preservation recognizes the cultural, social, economic and political history of the city. History is demonstrated not only in the built environment, but also in the landscape and in the stories of its citizens and visitors.

Increased focus on sustainability

An existing building that was well-built and has been maintained over time is the most "green" building there is. Most historic buildings were designed with features that address today's pressing sustainability issues, such as large windows

The demolition and replacement of historic buildings with new construction increases the consumption of natural resources, fills landfills and increases greenhouse gas emissions. For example, a typical 50,000-square-foot commercial building contains about 80 billion British Thermal Units (BTUs) of embodied energy, the energy that went into manufacturing the building materials and constructing the structure.ⁱ This is the equivalent of 640,000 gallons of gasoline. If the building is demolished, all of this energy is wasted. Moreover, the demolition will generate more than 4,000 tons of waste, which is enough to fill 26 boxcars, or a train that is nearly a quarter mile long.ⁱⁱ Since construction debris accounts for 25 percent of the annual municipal waste stream, each building that is preserved can significantly extend the life of a landfill.ⁱⁱⁱ If the demolished building is replaced by new construction, an equivalent amount of energy is required to construct the new building.

Another benefit of preserving historic buildings is an associated reduction of greenhouse gases and reduced energy consumption. More than 43 percent of the carbon emissions in the United States are attributed to the construction and operations of buildings.^{iv} One study has determined that the greenhouse gas emissions from renovation projects are 30–50 percent less than an equal investment in new construction.^v There is also a common misconception that historic buildings are less energy efficient than new buildings. Several studies have proven this incorrect and have found that historic buildings actually use less energy. A study by the United States Department of Energy indicates that commercial buildings constructed before 1920 use less energy per square foot than buildings from any other decade up until 2000.^{vi} Another study found that utility costs for historic buildings are almost 27 percent less than those for non-historic buildings.^{vii}



that take advantage of natural light, ventilation and passive solar capabilities. The preservation, rehabilitation and adaptive reuse of historic buildings support the City's sustainability goals.

Increased awareness of our place in history

As the world continues to change at an ever-increasing rate, preservation can give us perspective on where we are and where we have been. Historic preservation connects the past with the present, and the people of today with the people who came before. With increased support for preservation activity, there is a continued need to reach out to the public and educate them about the importance of designing, preserving and protecting historic resources.

Awareness of economic development as a key tool

Rehabilitating key resources in neglected and distressed neighborhoods can serve as a catalyst for investment. Downtowns become revitalized, and properties are returned to the tax rolls. While not the “quick fix” that some communities look for, the incremental, property-by-property reinvestment typical of preservation is more economically viable over the long term, and will likely lead to a more stable local economy. Jobs are created for small business and laborers. Sensitively-restored buildings create market value for themselves, as well as the buildings and public spaces adjacent to them. Increasingly, quality of life is a critical ingredient in economic development and inter-city competition; historic preservation is integral to a community's quality of life.

Strategies

Seven strategies will guide future historic preservation efforts in Saint Paul. The remainder of the Plan describes these strategies in more detail and contains policies to implement them.

Be a leader for historic preservation in Saint Paul

The City must play a broad range of roles in preserving historic resources, as well as raising awareness and educating the public about the history of the city, its historic resources and the benefits of historic preservation. Policies under this strategy focus on three roles for the City: policy setter, facilitator/convener and advocate.

Integrate historic preservation planning into the broader public policy, land use planning and decision-making process of the City

Most City departments, as well as many other public and private entities, are involved with historic preservation in a variety of ways and to varying degrees. Involvement may include planning, regulation, maintenance, facilitation, redevelop-

i United Nations Environment Programme, “Buildings and Climate Change: Status, Challenge and Opportunities”, 2007, ISBN:978-92-807-2795-1

ii Moe, Richard. Sustainable Stewardship: Berkley, California: Historic Preservation's Essential Role in Fighting Climate Change. Presented March 27, 2008.

iii Carroon, Jean. Testimony before the United States Senate, Committee on Rules and Administration, hearing on Improving Energy Efficiency, Increasing the Use of Renewable Sources of Energy, and Reducing the Carbon Footprint of the Capitol Complex. June 18, 2008.

iv Pew Center on Global Climate Change. Towards A Climate-Friendly Built Environment. 2005. Available at: http://www.pewclimate.org/global-warming-in-depth/all_reports/buildings

v Carnegie Mellon Green Design Institute. Carnegie Mellon Green Design Institute Life Cycle Assessment Tool. Available at www.eiolca.net.

vi U. S. Energy Information Agency. Consumption of Gross Energy Intensity for Sum of Major Fuels for Non Mall Buildings. 2003. Available at: http://www.eia.doe.gov/emeu/cbecs2003/detailed_tables2003/2003set9/2003pdf/c3.pdf.

vii Bradley Wolf, Donald Horn, and Constance Ramirez. Financing Historic Federal Buildings: An Analysis of Current Practice. General Services Administration, Washington, D.C. 1999.

opment, funding and education. Policies under this strategy focus on creating a unified and consistent vision for historic preservation, incorporating preservation planning considerations into the broader planning process, and coordinating and aligning preservation activities between departments.

Identify, evaluate and designate historic resources

Historic resources must be identified, studied and evaluated before decisions can be made regarding their significance, value to the community and worthiness for preservation. Moreover, previously-identified properties may need to be reconsidered and reevaluated as new information comes to light and perspectives change. From a public policy and decision-making perspective, the identification of historic resources is critical to making well-informed decisions and avoiding preservation battles that can erupt when historic resources are threatened. Policies under this strategy focus on how to comprehensively and systematically identify and document historic resources, select properties for heritage preservation designation, and maintain up-to-date and accurate information on historic properties.

Preserve and protect historic resources

There are a finite number of irreplaceable historic resources in Saint Paul. Historic resources are focal points of the community that create a strong sense of place, and instill a sense of pride and ownership in residents of Saint Paul. While there will always be loss over time due to natural disasters and other unforeseen events, neglect, inappropriate alterations and purposeful removal are all avoidable conditions. Policies under this strategy focus on how to preserve, protect and maintain the unique character of Saint Paul's historic resources.

Use historic preservation to further economic development and sustainability

Historic preservation is a powerful tool for economic development. It creates jobs (in some cases, more than new construction); stimulates private investment; increases property values; contributes to an enhanced quality of life, sense of community and neighborhood pride; celebrates a community's "specialness," which helps in maintaining a competitive edge; and provides environmentally sustainable alternatives to new construction. Policies under this strategy focus on ways to utilize historic preservation to bring investment to the city, stimulate neighborhood revitalization, create jobs, increase property values, improve the sustainability of Saint Paul, and make it easier and more cost-effective to complete historic rehabilitation projects.

Preserve areas with unique architectural, urban and spatial characteristics that enhance the character of the built environment

Historic preservation plays a critical role in defining the physical and visual character of Saint Paul. It is inextricably linked to community character, quality of life, and the sense of place in neighborhoods and commercial districts throughout the city. Policies under this strategy focus on maintaining and enhancing the traditional urban character and fabric of the city to create distinctive, vibrant places to live, work and recreate.

Provide opportunities for education and outreach

Historic resources and educational programs play a key role in bringing meaning to a place, yet the public's understanding of preservation and its goals and regulatory requirements varies widely. Policies under this strategy focus on clarifying historic preservation regulations and processes; interpreting historic places to bring greater meaning to them; and reaching out to the public to increase awareness, appreciation and understanding.

Be a Leader for Historic Preservation in Saint Paul

Historic preservation is a core community value. The City of Saint Paul is in a unique position to encourage the preservation of historic resources and to maintain the unique sense of place that is closely tied to the historic features of the city. Through its ability to create policies and develop programs, the City can foster historic preservation and use it as a tool to revitalize neighborhoods and commercial centers. Preservation is a tool to bring economic development to the city while also enhancing the overall historic character of Saint Paul. Historic preservation should also be used as a means for creating an environmentally, economically and socially sustainable city. Conversely, the City can impede preservation through policies and programs that result in the loss of historic resources, give preference to new construction over adaptive reuse, or require properties to be altered in ways that cause a loss of historic character, thereby changing the fundamental character of historic resources and the entire city. The first approach is preferred. While there are many ways a city and its governance can be a leader and serve as a steward, there are three key areas where the City must take on a leadership role: policy setting, facilitation, advocacy and stewardship.

City as policy setter

1.1. Strengthen and update the historic preservation ordinance to reflect modern preservation practices and tools by:

- a. Clarifying and expanding terms, roles, responsibilities, regulatory controls and processes;
- b. Broadening the declaration of public policy and purpose statement to frame historic preservation within the context of an environmentally, socially and economically sustainable city;
- c. Expanding responsibilities to include timely reviews of proposed demolition of all buildings and structures in the city, a practice often referred to as demolition delay;
- d. Clarifying and improving enforcement powers that include interim protection of historic resources during designation, and requiring owners of designated properties to maintain their properties to avoid costly reconstruction and repair or demolition by neglect (often called duty to maintain);
- e. Clarifying criteria for the identification, evaluation and designation process; and
- f. Creating a preservation “toolkit” comprised of land use incentives for historic preservation, such as historic variances, the transfer of development rights, and a façade easement program to provide incentives that make it easier to preserve and maintain resources designated for heritage preservation.

1.2. Adopt the broadened declaration of public policy and purpose statement in the historic preservation ordinance as part of the Administrative Code (See pages 2 and 3 under Background).

1.3. Update ordinances, policies, and other regulations, including the Zoning Code, that discourage or disconnect with City goals for historic preservation.

1.4. Maintain the City’s status as a Certified Local Government (CLG), which means adhering to the agreement established between the State Historic Preservation Office (SHPO) and the City in 1985 (See Appendix 1).



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- a. Pursue CLG grants and provide matching funds to carry out City historic preservation activities (See Appendix 1).

1.5. Strengthen the role of the HPC in all public planning, development and design processes by:

- a. Institutionalizing and creating a clear, timely process to consider historic preservation interests and concerns in development, land use and environmental review processes;
- b. Involving the HPC in the creation and review of plans and projects that affect historic resources (See Strategy 2); and
- c. Allowing the HPC to review and comment on projects involving historic resources as part of the capital improvement budget process.
- d. Working with district councils to engage interested neighborhood parties in broader planning and development issues.

City as facilitator and convener

1.6. Develop a clearinghouse where information pertaining to historic preservation can be collected and disseminated to City departments and the public.

- a. Identify and maintain a repository for City records on historic resources, historic preservation projects, and other preservation efforts and activities.
- b. Utilize the City Historic Preservation Officer and Historic Preservation Team to create a central point of collaboration for entities with a stake in historic preservation (See Strategy 2).
- c. Develop programs to connect individuals and businesses who want to acquire historic properties with sellers of historic properties.
- d. Further develop the HPC website to include information on historic resources and the history of Saint Paul, the benefits of heritage preservation designation, technical assistance on how to preserve and maintain historic properties, and links to other preservation-related websites.
- e. Educate City project managers and other development professionals to bring consistency to historic preservation projects for developers working with historic resources.

1.7. Develop partnerships with district councils and preservation organizations to fund and promote preservation initiatives.

1.8. Pursue intergovernmental agreements with Federal, State, and County agencies to further City preservation goals and better coordinate historic preservation efforts.

- a. Update and develop programmatic agreements with the SHPO and Federal agencies, such as the United States Department of Housing and Urban Development, to streamline the review of federally-funded activities.

City as advocate

1.9. Maintain City-owned historic resources pursuant to recognized preservation standards (See Strategy 4).

- a. Use HPC design guidelines **and** the Secretary of the Interior's Standards for the Treatment of Historic Properties to guide work on properties designated as heritage preservation sites; use the Secretary of the Interior's Standards for the Treatment of Historic Properties for other historic resources.





b. Provide adequate funding for the maintenance, rehabilitation and restoration of City-owned historic resources, including infrastructure.

1.10. Give equal consideration to historic preservation factors when City action, involvement or funding is requested or required.

1.11. Give equal consideration to projects with historic preservation factors when reviewing all Capital Improvement Budget funding requests. This may include adding historic preservation as a point category in the scoring process.

All requests for capital improvement funding should consider impacts on historic resources. Projects that adversely affect historic resources should be given lower priority in the funding process.

1.12. Prioritize the retention of designated historic resources (or those determined eligible for historic designation) over demolition when evaluating planning and development projects that require or request City action, involvement or funding.

1.13. Designate City-owned properties that include historic resources as a heritage preservation site or historic district prior to sale (See Strategy 3).

1.14. Develop programs to educate the public about historic preservation (See Strategy 7).

Integrate Historic Preservation Planning into the Broader Public Policy, Land Use Planning and Decision-Making Processes of the City

The HPC is often perceived as being responsible for all of the City's historic preservation activities, when in actuality, a wide range of historic preservation activities are conducted by many different departments throughout the City. Currently, many of these efforts are not coordinated. Not only do many departments lack an official preservation policy, but there is a disconnect between some City practices and preservation goals. Outdated survey data on historic resources, limited staffing and competition for funding to preserve City-owned historic resources create additional challenges. The net result of these conditions is mixed. There are many preservation success stories, but there is also the potential to negatively affect historic resources. Improving the standing of historic resources in the planning process will require a multi-faceted approach. There must be a unified vision for historic preservation that is aligned with City preservation policies. Up-to-date information on historic resources needs to be available to decision-makers. Departments need adequate levels of properly-trained staff. Coordination between City departments will help ensure that historic resources are fully considered during policy, land use, planning and decision-making processes.

The Mayor appoints members to the HPC and provides vision for major historic preservation initiatives. The Department of Safety and Inspections (DSI) is responsible for many of the City's historic preservation activities, including staffing and supporting the HPC, design review, and surveying properties for historic designation. The Department of Planning and Economic Development (PED) is responsible for planning and funding neighborhood development projects, many of which involve historic preservation, including Federal compliance with Section 106 of the NHPA (See Appendix A). The Department of Public Works is responsible for maintaining the City's historic bridges and brick streets, and works with the Minnesota Department of Transportation on transportation projects that affect historic resources. The Real Estate Division of Public Works oversees the maintenance and repair of several historic buildings owned by the City, including City Hall. The Parks and Recreation Division owns and maintains a number of historic buildings, landscapes and parks in several historic districts.

Alignment with regulatory policies, planning processes and departmental goals

- 2.1. Develop, in cooperation with the City Historic Preservation Officer, a preservation policy for each department affecting the built and/or natural environment that incorporates historic preservation into its mission.
- 2.2. Incorporate historic preservation considerations into development, land use and environmental reviews, staying mindful of project timelines.

State and Federal environmental review regulations require that the impacts of many publicly- and privately-funded projects on historic resources be assessed. Potential adverse effects to historic resources are to be avoided or mitigated, and preference is to be given to preserving historic resources in a manner that complies with HPC design guidelines or the Secretary of the Interior's Standards for the Treatment of Historic Properties. Planning for projects that use Federal funds, such as road and bridge projects, must consider their impacts on historic resources, including landscapes and corridors, through the Federal Section 106 process of the NHPA (See Appendix 1).

- a. Consider impacts to historic resources in all public and private planning and development projects that require City involvement, action or funding. Alternatives should be considered to avoid, minimize or mitigate potential adverse impacts to historic resources.
- 2.3. Integrate historic preservation into public policy and planning processes.
 - a. Utilize the results of historic resources surveys to inform planning and decision-making. City departments should conduct surveys to identify historic resources as they prepare plans, design capital projects, and before they perform maintenance. If historic resources are identified, they should be accommodated in planning, design and maintenance projects.
 - b. Include a historic preservation component, as appropriate, in public and private planning and development documents that require City involvement, action or funding, including capital improvement plans, small area plans, master plans, development agreements and development guidelines.

Adequate staffing

2.4. Add staff dedicated to preservation activities within the Department of Safety and Inspections that will adequately support a comprehensive preservation program.

2.5. Create a City Historic Preservation Team of representatives from departments whose work affects preservation activities. The team should coordinate the preservation-related goals, policies and procedures of these departments with those of the HPC.

2.6. Designate a City Historic Preservation Officer, who meets the *Secretary of the Interior's Professional Qualification Standards*, to serve as the coordinator for all of Saint Paul's historic preservation activities and oversee the efforts of the City Historic Preservation Team.

2.7. Identify and train staff from appropriate departments to oversee historic preservation responsibilities and select key staff to serve as liaisons to the City Historic Preservation Team.

Key City staff, including those involved with planning, urban design, economic development and property management, should be trained on how to meet City historic preservation goals, and comply with Federal, State and City legislative requirements. Maintenance and construction staff should be trained on how to properly maintain and preserve historic resources.

Coordinated preservation planning activities and implementation

2.8. Share information between departments via the Historic Preservation Officer and Historic Preservation Team.

2.9. Seek partnerships with organizations such as Historic Saint Paul, district councils and community development corporations.

2.10. Include district councils in planning for historic preservation and in surveying neighborhoods to identify historic resources.



Identify, Evaluate and Designate Historic Resources

Before historic resources can be preserved and interpreted, and their intended meaning conveyed, they must be identified, studied and evaluated as to their significance and value to the community. This creates a need for accurate information so that decision-makers can make well-informed, rational decisions. Therefore, an up-to-date historic resources inventory is critical. Moreover, an inventory can help avoid last-minute preservation battles that can occur when old buildings and other potentially historic sites are threatened.



Ongoing identification and evaluation program

3.1. Implement an ongoing survey program to identify and evaluate all types of historic resources in Saint Paul, including buildings, structures, objects, archaeological sites, districts and landscapes (See Appendices 1 and 2).

- a. Identify, through new survey efforts, a full spectrum of properties that: have yielded, or may be likely to yield, information important in prehistory or history; are associated with significant events or with an important pattern of cultural, political, economic or social history; are associated with the lives of significant persons or groups; embody the distinctive characteristics of an architectural or engineering type or style, or method of construction; exemplify the work of a master builder, engineer, designer, artist, craftsman or architect; exemplify a landscape design or development pattern distinguished by innovation, rarity, uniqueness or quality of design or detail; or contain or are associated with distinctive elements of city identity.

3.2. Continue to develop a data base to capture, store and maintain information collected on historic resources during surveys. The data base should be compatible with the SHPO's architecture-history and archaeology data bases, and the City's GIS and permitting system.

- a. Continue to develop a well- organized survey form and data entry program to expedite surveys and data entry.
- b. Integrate survey results into the City GIS system; map historic resources.

3.3. Make the results of the survey available to departments, decision-makers, and the public.

- a. Make survey information and results available to all City departments through the heritage preservation clearinghouse.
- b. Add survey results to the HPC website.
- c. Publish survey results and provide copies to libraries, district councils and City departments, and make copies available to the public.

3.4. Pursue creative ways to adequately staff and fund the survey program. The steps taken to conduct a survey and how surveys are carried out are outlined in the *Secretary of the Interior's Standards for Preservation Planning*.

- a. Develop a long-range strategy to adequately fund the survey program.
- b. Apply for CLG grants to develop historic contexts and partially fund surveys.

Historic contexts

Historic contexts provide the framework to help determine if a resource is historically significant and worthy of preservation. They:

The term historic resource is used throughout this chapter in a broad sense. For purposes of explaining the process of identification, evaluation and designation in Strategy 3, the term historic resource will mean an object, structure, building, site, landscape or district that is believed to have historical, cultural, architectural, archaeological or engineering significance and to meet at least one of the criteria for designation as a heritage preservation site or district (See Policy 3.1 a. for criteria).

- help in the identification, evaluation, designation, and preservation of historic resources;
- organize vast and diverse historic resources of a community based on thematic associations, geographical areas and specific time periods; and
- group together common properties and identify sites for future study and possible designation.

In 2001, the City developed a set of six comprehensive historic contexts based on thematic areas of the city's development that touch on nearly every significant property type commonly found in Saint Paul. Existing contexts include:

- Pioneer Houses: 1854-1880;
- Residential Real Estate Development: 1880-1950;
- Neighborhood Commercial Centers: 1874-1960;
- Downtown Saint Paul: 1849-1975;
- Churches, Synagogues, and Religious Buildings: 1849-1950; and
- Transportation Corridors: 1857-1950

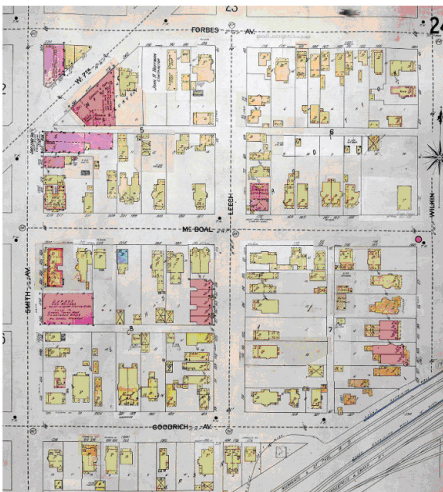
While these contexts provide a broad framework, the continuation of history and the discovery of previously unknown facets of history have led to the need for additional context work to identify a full spectrum of historic resources in Saint Paul (See Appendix 2).

3.5. Utilize existing statewide historic contexts that are relevant to Saint Paul to evaluate properties for potential statewide significance.

3.6. Continue to develop new and expand existing historic contexts to allow for the continual identification of a full spectrum of historic resources (See Appendix 2).

- Implement the recommendations from the 2001 context study.
- Develop the following new historic contexts, with the highest priority on developing historic contexts for the most threatened resource types and areas:

- Saint Paul Parks, Parkways, and Cultural Landscapes
- Neighborhoods at the Edge of the Walking City
- Post-WWII Development, Modernism, and Historic Preservation
- Mississippi River Valley: Navigation and Commerce
- Immigrant and Ethnic Communities
- Resource Types: Multiple Housing Units, Schools, Fire Houses, Early Gas Stations and Automobile Dealerships



Reconnaissance surveys

3.7. Identify and evaluate historic resources in Saint Paul systematically and comprehensively (See Appendices 1 and 2). A multi-year work plan should be developed to conduct a reconnaissance-level survey of the entire city. The city should be divided into manageable survey areas that can be completed each year. All surveys should follow the standard professional format outlined in "Archeology and Historic Preservation: Secretary of the Interior's Standards and Guidelines" [48 Federal Register 44716-44740] (National Park Service 1983).

- Highest priority should be given to surveying individual potential historic resources whenever the City receives an application to substantially alter or destroy the resource. Another high priority is the survey and identification of historic resources in areas facing development pressure, such as



There are numerous sites and districts that are worthy of preservation. Since it can take a considerable amount of time and effort to designate a property for heritage preservation, resources should be ranked and prioritized based on significance, physical threats, development pressure, requests from owners, economic importance and financial stability. The highest priority should be given to historic resources that are threatened by destruction or development pressure. Since many areas facing development pressure have not been thoroughly surveyed to identify a full spectrum of historic resources, survey efforts must be aligned with designation priorities to ensure that all unknown historic resources facing development pressure can be properly identified and decisions can be made about designation. The designation of districts should also be a high priority since they can protect entire areas rather than a single property. Medium priority should be given to designating unique or rare historic resource types. Non-threatened properties with completed designation studies should be a low priority.

Invest St. Paul areas and the Central Corridor.

- A medium-high priority should be the survey of City-owned resources, including buildings and structures, bridges and roads, and parks and natural areas.
- Of medium priority is the survey of previously un-surveyed areas and property types.
- A lower, ongoing priority is the survey of properties as they turn 50 years old.
- The lowest priority should be to reevaluate previously inventoried properties as existing survey information becomes outdated and as new information becomes available. Previously-inventoried properties should be resurveyed if they are located in areas that are being surveyed.

3.8. Enter results from survey work and any other new, relevant information into the historic resources data base. Demolished buildings should be left in the data base, but recorded as non-extant.

Evaluation of historic resources

3.9. Evaluate properties based on historic contexts, reconnaissance surveys and applicable designation criteria to determine their potential significance as well as their potential eligibility for designation as a heritage preservation site by the City of Saint Paul and for listing on the Nation Register of Historic Places. The criteria identified in the heritage preservation ordinance should be used to evaluate potential historic resources to determine their potential eligibility for designation as a heritage site by the City of Saint Paul. The criteria established by the National Park Service should be used to evaluate the significance of potential historic resources to determine their eligibility for listing on the NRHP.

3.10. Forward properties that appear to be potentially eligible for listing on the NRHP to the SHPO for an official determination of eligibility.

Designation of historic resources

3.11. Make the designation of significant historic resources as heritage preservation sites a priority for the City Council.

- a. Allocate adequate funding and staffing to designate historic resources.

Designation studies and nominations should be prepared by City staff or contract historians. It can often take six months to two years to complete a designation study depending on the significance, complexity and size of the resource (i.e. a single property or a large district); costs can also vary greatly based on the effort required. Similarly, considerable staff time is required to complete the designation process, including public outreach, meetings and hearings, and preparing reports. Therefore, adequate funding and staffing is critical to a successful designation program.

3.12. Designate historic resources, such as buildings, structures, objects, archaeological sites, historic districts, and landscapes as Saint Paul heritage preservation sites or historic districts.

Preserve and Protect Historic Resources

Given the many benefits associated with preserving historic resources, it must be recognized that there is a finite number of irreplaceable historic resources in Saint Paul. In order to ensure that these limited historic resources retain their ability to convey their meaning and are preserved for future generations to appreciate and enjoy, they must be properly protected.

There are a variety of threats facing historic resources, including demolition by neglect and purposeful destruction; development pressures, such as potential impacts from the Central Corridor light rail project on surrounding historic resources; owners who do not properly maintain their buildings; challenges to finding new uses; and even natural disasters. Since historic resources tend to be somewhat unique, there are an equal number of challenges when it comes to preserving them. Consequently, a number of factors need to be considered before selecting a preferred approach to preserving and protecting a historic resource.

Design review for sites and districts

4.1. Utilize design review controls to protect properties and districts designated for heritage preservation from destruction or alterations that would compromise their ability to convey their historic significance.

- a. Develop clear and comprehensive design guidelines for newly-designated historic resources.
- b. Revise City design guidelines for historic districts and heritage preservation sites.

One set of general design guidelines should be developed, based on the Secretary of the Interior's Standards for the Treatment of Historic Properties, to provide general guidance for all properties and districts designated for heritage preservation. The existing design guidelines for each historic district should be supplemental to the general design guidelines and should be updated to specifically address the unique character and condition of the district. Supplemental design guidelines should be prepared to address the uniqueness of individual designated properties. Design guidelines not only address how to respond to changes and repairs to historic buildings; they also address how new construction, such as additions and new buildings, should be sited and designed to reinforce the historic character of the district.

- c. After projects are approved by the HPC and permits issued, construction should be regularly inspected to ensure that the project is being constructed according to HPC approval.

4.2. If archaeological sites are discovered during the construction of City, or City-funded, projects, all work should stop until a licensed, professional archaeologist (American Indians as appropriate) is consulted, to develop a course of action before construction work resumes.



Undesignated historic resources

Only a small percentage of significant historic resources are designated as heritage preservation sites. Currently, significant, but undesignated, historic resources, including properties listed on the NRHP, could be significantly altered or destroyed without consideration by the HPC. Some level of protection should be provided to undesignated historic resources until the HPC has had an opportunity to consider the significance of a property and act to protect it.

4.3. Protect undesignated historic resources.

Any undesignated property that is eligible for local designation or listing on the NRHP should be protected from destruction or a substantial loss of historic character until the HPC has an opportunity to consider alternatives to adverse effects, or pursue historic designation of the property, and/or find parties interested in acquiring and preserving it.

- a. Develop a demolition delay clause in the historic preservation ordinance to allow for the consideration of undesignated historic resources during City permitting processes (See Strategy 1).
- b. Implement interim protection for historic resources going through the heritage preservation designation process (See Strategy 1).



City-owned historic resources

4.4. Maintain City-owned historic resources pursuant to recognized preservation standards (See Strategy 1).

HPC design guidelines and the Secretary of the Interior's Standards for the Treatment of Historic Properties should be used to guide work on properties designated as heritage preservation sites, while the Secretary of the Interior's Standards for the Treatment of Historic Properties should be used for other historic properties determined eligible for designation.

- a. Pursue and provide adequate funding for the maintenance, rehabilitation and restoration of City-owned historic resources, including infrastructure.
- b. Evaluate, preserve, maintain, rehabilitate or restore, as appropriate, historic properties that are retained by the City; keep these sites open and available to the public.
- c. Institute standards to document historic properties retained by the City.

4.5. Acquire key threatened historic properties until a suitable owner can be found.

The City of Saint Paul should seek to acquire and preserve key threatened historic resources that embody important historic themes, consistent with broader neighborhood revitalization and economic development goals. As needed, the City should collaborate with Ramsey County, the Minnesota Historical Society, community development corporations, and other preservation and community-based organizations to acquire significant historic resources. Acquisition should normally be made with the ultimate goal of transferring ownership to an appropriate new owner, determining a new use, and regulating the design of rehabilitation work.

- a. Designate, prior to sale, City-owned properties that contain historic

Use Historic Preservation to Further Economic Development and Sustainability

Historic preservation is one of the most important economic development tools available to a community. Seventy-five percent of the top 20 successful (in terms of economic development) cities in the nation are also among the top cities with the greatest amount of historic rehabilitation activity.^{viii} Historic preservation benefits a city by strengthening its sense of place and identity, as well as providing amenities and contributing to the long-term sustainability of irreplaceable resources. As an economic development tool, preservation creates jobs, stimulates tourism, increases property values, provides excellent incubator space for businesses, and provides an amenity that helps cities compete with the suburbs. The result is a stronger, more economically sustainable city. While Saint Paul has successfully used historic preservation to transform and revitalize Lowertown, many buildings in downtown, and numerous successful neighborhood commercial nodes, Saint Paul has yet to take full advantage of the economic development potential of historic preservation.

Dollar for dollar, historic preservation is one of the highest job-generating economic development options available to a community. In new construction, the majority of construction costs are for materials, with labor being a much smaller percentage of the total cost. The opposite is true for historic preservation. In historic rehabilitation projects, the majority of construction costs are for labor, with a much smaller percentage going to material costs. As an example, suppose a community is choosing between spending \$1,000,000 in new construction and spending \$1,000,000 in rehabilitation. What would the differences be?

- Rehabilitation projects will initially allow \$120,000 more dollars to stay in the community compared to new construction.^{ix}
- Rehabilitation will create five to nine more construction jobs than new construction.^{ix}
- Compared to new construction, rehabilitation will create 4.7 more new jobs elsewhere in the community.^{ix}
- Household incomes will increase \$107,000 more with rehabilitation than with new construction.^{ix}
- Retail sales in the community will increase \$142,000 as a result of that \$1,000,000* of rehabilitation expenditure—\$34,000 more than with \$1,000,000 of new construction.^{ix}

One of the keys to using historic preservation as an economic development tool is the designation of historic resources. Designation not only opens the door to a number of incentives, such as historic preservation tax credits, but it also provides a measure of neighborhood and community stability. When a historic resource is designated as a heritage preservation site, the associated regulation provides some predictability that improvements will maintain and improve the integrity (and hence market value) of the site.

In a built-up city like Saint Paul, where major new redevelopment projects may require the demolition of existing buildings, historic preservation is a greener and more sustainable alternative. Retaining historic buildings saves precious natural resources and energy, avoids filling landfills with used materials, and makes use of historic materials that may be of higher quality than what is available today. Moreover, historic buildings that have been well-maintained are adaptable to a range of new uses. Another added benefit is that most new buildings are designed to be thermally sealed, and rely on mechanical systems for heating, cooling, and lighting; historic buildings often have large windows and other features that provide natural light and ventilation.

Saint Paul is fortunate that its building stock has generally not been destroyed by benign neglect or purposeful demolition, and has benefitted from foresight by city leaders and citizens. The city has also not been severely affected by inappropriate development. The benefit of this condition is that many historic resources have retained their historic character and now create an opportunity for a tremendous amount of investment that will further strengthen the economic vitality of Saint Paul. The National Trust for Historic Preservation recognized this in 2002, when it named Saint Paul as a demonstration site for its Preservation Development Initiative (PDI) program. A multi-disciplinary team of City staff and representatives from Historic Saint Paul, community development organizations, and private sector groups and individuals prepared a report, which notes:

viii Rypkema, Donovan D. *The Economics of Historic Preservation: A Community Leaders Guide*. National Trust for Historic Preservation, Washington, D.C. 1994.

ix Rypkema, Donovan D. *The Economics of Historic Preservation: A Community Leaders Guide*. National Trust for Historic Preservation, Washington, D.C. 1994.

“Despite an appreciation for historic preservation and obvious examples of its economic value, historic structures and neighborhoods are too often sacrificed in anticipation of greater economic benefit. That willingness to sacrifice the long-term value of stable, attractive and affordable historic neighborhoods and distinctive landmarks or vistas for short-term ‘benefit’ undermines Saint Paul’s long-term potential. The observations and recommendations contained in the assessment report intend to reorient the City of Saint Paul, private developers and funders and community development organizations to the greater economic opportunities that historic preservation and a conservation approach can provide.”

Policies in this section build upon the recommendations in the PDI report. They focus on ways to bring investment to the city, create jobs, increase property values, make Saint Paul a sustainable city, and make it more beneficial to integrate historic preservation into redevelopment projects.

Economic viability of historic resources

5.1. Develop a process and set of criteria to assess the economic viability of historic resources.

One of the most daunting challenges facing historic resources is knowing when and how to best change or intensify their use. Given the role they play in creating a sense of place and enhancing quality of life, it is important that historic resources be redeveloped in a way that allows them to continue these functions while also serving as a catalyst for additional investment in the surrounding area. The City Historic Preservation Team should play a role in this process.

5.2. Develop criteria to objectively determine when economic incentives should be used for the rehabilitation of historic resources.

5.3. Realize the full economic potential of key historic resources.

- a. Rehabilitate key historic resources to serve as a catalyst for additional development in adjacent areas.
- b. Integrate historic properties into new development to strengthen sense of place and provide a link between old and new.
- c. Develop educational/training materials to inform developers of economic development opportunities that are based on historic preservation.

Historic use variances can be granted by the HPC to allow a historic resource to be used for a purpose that would otherwise not be permitted by the Zoning Code, in order to maintain the economic viability of the historic resource.

The transfer of development rights involves conveying the undeveloped floor area from one zoning lot that contains a historic resource to another zoning lot that does not. Transfer development rights eliminate the pressure to remove or significantly alter a historic resource in order to realize the full economic potential of the site, since the “unused” economic potential is transferred to another site that can accept it.

5.4. Invest in historic resources along transit corridors as part of a larger neighborhood revitalization and reinvestment strategy.

Land use and regulatory incentives

5.5. Develop land use and regulatory incentives to make it easier and more feasible to rehabilitate resources designated as heritage preservation sites (See Strategy 1).

- a. Consistent with the authority granted by State statute, develop an ordinance that allows historic use variances in order to alleviate undue hardships created by the historic character of designated properties.
- b. Explore the use of transfer development rights to alleviate development pressure on historic resources.

5.6. Utilize Chapter 1311 of the Minnesota State Building Code to review alterations and changes in use to historic buildings listed on the NRHP or designated as City heritage preservation sites.

Since the Federal Historic Preservation Tax Incentives Program was established in 1976, more than \$30 billion has been invested in historic rehabilitation projects using these tax credits. In addition, more than half of the states in the United States now offer historic preservation tax credits that have led to significant investment in historic preservation projects and turned many otherwise economically infeasible projects into successful projects.

Financial incentives

5.7. Partner with Historic Saint Paul to increase its capacity to improve historic resources through its revolving loan program. Loans could be available for such activities as reuse studies, intervention for threatened historic resources, emergency maintenance and stabilization, and maintenance/rehabilitation for low-to-moderate income homeowners and owners of small businesses.

5.8. Explore the establishment of a City historic preservation fund to address unanticipated needs for historic resources. Such a fund could provide seed money for a project, temporary/emergency repairs to historic resources, signage or education programs, or other enhancements that have no other funding source.

5.9. Actively promote the use of Federal historic preservation tax credits for the rehabilitation of income-producing properties listed on or determined eligible for listing on the NRHP (See Appendix 1).

- a. List historically significant commercial and historic districts on the NRHP, so properties in these districts can take advantage of Federal historic preservation tax credits.

5.10. Encourage the use of Federal New Market tax credits in combination with historic preservation tax credits to increase investment in commercial projects in historic resources in low-income areas (See Appendix 1).

5.11. Use historic tax credits to encourage affordable housing.

Given the large size of many historic houses and design of many historic warehouse and commercial buildings, historic resources are often good candidates for conversion to housing. The use of affordable housing tax credits, either alone or with historic preservation tax credits when feasible, greatly improves the economic viability of many historic resources.

5.12. Work with other Minnesota cities to seek State legislation to create a state-wide historic preservation tax credit for properties listed on the NRHP or designated as City heritage preservation sites.

5.13. Partner with the Preservation Alliance of Minnesota to expand its façade easement program in Saint Paul.

5.14. Pursue the ability to tax designated properties based on their current use rather than their “highest and best” use.

5.15. Explore the development of a City property tax abatement program to encourage the rehabilitation of historic resources designated as City heritage preservation sites.



Preserve Areas with Unique Architectural, Urban and Spatial Characteristics that Enhance the Character of the Built Environment

Only a portion of Saint Paul is historically significant and worthy of the level of protection afforded by local designation. However, Saint Paul's traditional urban fabric—its streets, density, placement of houses on residential lots, development along transit corridors, land use patterns (such as small commercial nodes on the edges of neighborhoods), architectural continuity and walkability—uniquely defines the city and the quality of the urban experience in Saint Paul. Moreover, these features strengthen the social fabric of the city and its neighborhoods by creating an environment where residents can interact.

Preservation of important broad patterns and features of the city requires a different approach than traditional historic preservation practices. The following policies address the preservation of Saint Paul's unique, historic urban form and character in areas not meeting the criteria for local designation.

Neighborhood character

- 6.1. Determine the character-defining features of each neighborhood that should be preserved; incorporate these features into area plans and master plans for new development.
- 6.2. Increase community awareness about the distinctive features and characteristics of Saint Paul's neighborhoods.

Traditional urban fabric and features

- 6.3. Explore the creation of neighborhood conservation districts.

In its broadest interpretation, conservation district planning speaks to the idea that the total environment—built and natural—is worthy of understanding and protection. In urban settings, conservation districts usually refer to the delineation of an area with a distinctive appearance, amenity, landscape, architecture and/or history that does not easily fit into standard historic district frameworks. Neighborhood conservation districts are a tool to recognize and preserve the unique features of an area that, while they define the area's overall character, may not rise to the level of significance required for formal designation. Features and characteristics may include the size, scale, architectural character and material found on buildings; the rhythm and spacing of structures; general visual character; and infrastructure. In conservation districts, development standards are typically less stringent than the design guidelines for historic districts, and they are customized to protect the unique characteristics of a particular neighborhood.



Form-based coding is a tool to regulate development to achieve a specific urban form. Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. Form-based codes create a predictable public realm primarily by controlling building form, with a lesser focus on land use. They typically contain a regulating plan (showing the locations where building form standards apply), public space standards (for such elements as sidewalks, travel lanes, on-street parking, street trees and street furniture) and building form standards (controlling the configuration, features and functions of buildings that define and shape the public realm). Form-based codes sometimes also include standards relating to architecture, landscaping, signage and environmental features.



- 6.4. Update the Zoning Code to strengthen the traditional character of the city.
 - a. Explore incorporating form-based coding into the Zoning Code to encourage the protection and enhancement of traditional neighborhood character.
- 6.5. Encourage City-funded projects to protect and enhance those neighborhood physical features that define an area's visual character and urban form.

Visual character

- 6.6. Assist neighborhoods in addressing design issues related to the retention and preservation of neighborhood character.
 - a. Partner with appropriate organizations to focus on educating the public on the significance of specific features and characteristics of a neighborhood, and how to protect these features through appropriate maintenance and sympathetic alterations.
 - b. Determine where gaps exist in planning and design expertise, and foster the development of new organizations and tools to address these gaps.
- 6.7. Partner with organizations that support preservation and redevelopment efforts in neighborhood commercial districts and along commercial corridors.

Because Saint Paul's urban form was created largely by the location of streetcar lines along commercial corridors, the preservation of commercial corridors is particularly important to preserving the overall character of the city. In addition, neighborhood commercial districts are a key feature of Saint Paul's traditional urban neighborhoods. Effort should be made to provide necessary support to the various organizations working to retain and enhance commercial districts and corridors as defining elements of the urban fabric.

Provide Opportunities for Education and Outreach

Historic resources play an important role in bringing meaning to a place and connecting people to where they live. Public outreach and education are instrumental to raising awareness about historic preservation and its benefits to the City, its residents and developers. Utilizing historic resources to convey the history of Saint Paul to residents and visitors will connect people to Saint Paul and make it more desirable. Education is equally important when it comes to understanding the goals and processes of historic preservation.

The HPC already offers a number of programs to educate the public about historic preservation. It has installed historic district identification signs around designated historic districts. The HPC co-sponsors the Annual Saint Paul Heritage Preservation Awards with the American Institute of Architects and oversaw the writing of *St. Paul's Architecture: A History* (University of Minnesota Press, 2006), by Jeffrey A. Hess and Paul Clifford Larson. These efforts, however, are not enough. Education efforts must be more broad in scope. Multiple approaches must be developed to meet the demands of various audiences, ranging from residents who want to learn more about where they live, to tourists who want to experience historic places and sites, to developers who want to know the requirements and procedures for redeveloping historic resources, to City staff who need to make a variety of decisions that will affect historic resources.

The story of Saint Paul

7.1. Develop programs to educate the public about the history of the city.

- a. Partner with organizations, including the Minnesota Historical Society, Ramsey County Historical Society, Historic Saint Paul, Preservation Alliance of Minnesota, Mississippi National River and Recreation Area and district councils, to offer guided tours and lectures on the history of Saint Paul.
- b. Develop and partner with organizations to create self-guided walking tour brochures for downtown and designated historic districts.
- c. Add information about neighborhood histories and historic resources to the HPC website that enables residents and tourists to learn about Saint Paul and develop customized, self-guided tours. Additional information may include an interactive map, designation studies, NRHP nominations, inventory forms, and context studies.
- d. Install interpretative panels as part of City-funded capital and development projects that include historic sites, or are the site of significant historic events.
- e. Collaborate with Saint Paul schools to develop education curriculums that teach the history of Saint Paul and help students understand the importance of historic preservation.
- f. Organize a series of educational forums to inform the general public about existing designated sites and districts, and new context studies.

7.2. Identify and mark significant historic resources.

- a. Continue to install historic district identification markers as new historic districts are established.
- b. Provide HPC plaques to individual designated properties.



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- c. Install historic markers at sites significant to the history of Saint Paul, the State of Minnesota and the United States.

The importance of preservation

7.3. Educate the public about the importance of designating, preserving and protecting historic resources.

- a. Continue to prepare an annual report, as outlined in the Certified Local Government agreement, to document the historic preservation accomplishments of the City and the HPC (See Strategy 1 and Appendix A).
- b. Continue to sponsor the annual Saint Paul Heritage Preservation Awards.
- c. Partner with other organizations, such as Historic Saint Paul and district councils, to offer education sessions on historic preservation in neighborhoods.
- d. Educate property owners on appropriate and affordable methods to maintain historic properties by offering technical information on the HPC website and through more formal educational workshops.
- e. Develop promotional materials on incentives for historic preservation in Saint Paul. Information should include the purpose of the program, funding requirements, limitations, and application processes. This information should also be added to the HPC and PED websites, and made available through City departments and district councils.

7.4. Host an annual forum for real estate agents so they can learn how to provide potential buyers of historic resources with accurate information on the property and any potential legal requirements associated with the historic status of the property.

7.5. Educate City officials and staff about historic preservation.

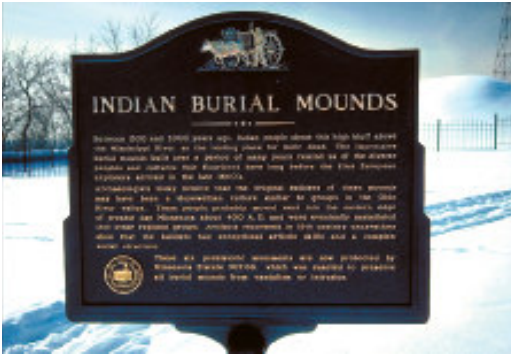
Efforts to train City staff should be coordinated by the City Historic Preservation Officer, with the assistance of the City Historic Preservation Team. Training may include the development of technical manuals, lectures and attendance at conferences.

- a. Educate key City staff about preservation goals and legislative requirements (See Strategy 2).
- b. Educate key City maintenance and construction staff on proper techniques to maintain and preserve historic resources.
- c. Educate the HPC about its roles, responsibilities and processes.

Upon appointment to the HPC, new commissioners should be trained on the legal requirements, roles and responsibilities of the HPC. A short refresher course should be held each year and attended by all commissioners.

Owner education

7.6. Improve the process to notify all property owners when their property is being considered for designation, is initially designated and/or whenever a designated property changes ownership. The notification should include information on what it means for a property to be designated for heritage preservation. Currently, the Truth-in-Sale of Housing Program requires that buyers of one- and two-family residences be notified if the property they are purchasing is designated. An additional program should be developed to inform all owners and buyers if the property is historically designated.



7.7. Educate property owners and developers about City goals and review processes for historic preservation.

- a. Enhance materials outlining City review and permitting processes for historic resources.
- b. Create educational materials for developers on the benefits of compatible design and how to design infill development that is compatible with the character of a historic district.

7.8. Make City historic preservation goals, regulations, and guidelines available through the HPC and PED websites, as well as through district councils.

Implementation

Resources dedicated to the City's historic preservation program over the past several years have been inadequate. Recognizing that funding for such programs will continue to be limited, the City must be strategic in prioritizing the policies recommended by this Chapter. While all of the policies are necessary to maintain an active and effective preservation program, implementation of the following six policies will set the stage for subsequent City preservation efforts.

1. Revise and strengthen the historic preservation ordinance, and adopt a broadened declaration of public policy and purpose statement as part of the Administrative Code. The ordinance establishes the City's authority to carry out preservation activities. Several changes are recommended to make it consistent with current preservation practice, and to better integrate preservation with community vitality and quality of life. (Policies 1.1 and 1.2)
2. Create a City Historic Preservation Team of representatives from departments whose work affects and is impacted by preservation activities; develop a preservation policy for each of these departments. This is a good first step in ensuring that preservation is given equal weight to broader planning and public policy decisions. It will also lay the groundwork for better integration between preservation and planning. (Policies 2.1 and 2.4)
3. Survey. Without a commitment to an on-going survey program, the City will continue to lose important historic resources, and decisions will continue to be made without clear and accurate information. (Policies 3.1 through 3.4)
4. Designate. The ultimate protection from complete or partial loss or alteration of historic resources will not take place until the City Council designates a site or district for heritage preservation. Designation also helps with management of historic resources. (Policies 3.11 and 3.12)
5. Develop an annual work plan for the Heritage Preservation Commission that prioritizes survey and designation work and takes into consideration the priorities outlined in Policy 3.7. The work plan should include ways to fund and staff the survey work.
6. Realize the full economic potential of key historic properties in Saint Paul. Key properties can serve as a catalyst for additional development in adjacent areas. They can range from a large industrial sites, such as the breweries or 3M, to a small corner commercial building at an old streetcar intersection. (Policy 5.3)

Credits

Mayor Christopher B. Coleman

City Council

Melvin Carter III, Ward 1	Lee Helgen, Ward 5
Dave Thune, Ward 2	Dan Bostrom, Ward 6
Pat Harris, Ward 3	Kathy Lantry, Ward 7
Russ Stark, Ward 4	

Historic Preservation Task Force

Michael Margulies, Co-Chair, Planning Commission
John Manning, Co-Chair, Heritage Preservation Commission

John Anfinson	Jill Henrickson
Roger Brooks, former HPC chair	Virginia Housum
Cliff Carey	Pat Igo, Saint Paul HPC
Richard Dana	Tom Kromroy
John Errigo	Angela Stehr
Robert Frame, former HPC chair	Paul Larson, Saint Paul HPC Chair
Tom Goodrum	Billie Young
Tim Griffin	

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Joe Ehrlich, Department of Safety and Inspections	Wendy Lane, Dept. of Safety and Inspections
Don Ganje, Parks and Recreation	Steve Magner, Depart. of Safety and Inspections
Nancy Homans, Mayor's Office	Diane Nordquist, Planning & Economic Development
	Peter Warner, City Attorney's Office

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